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Kansas has a large number of small city-supported public libraries. In many cases because the cities are unable to provide adequate financial support for their libraries, limited services are offered. Because of the need for greater tax bases for libraries, a number of county libraries and one regional library have been formed. However, many of the cities are reluctant to give up control of their libraries for fear of losing what library service they have. The author concludes that some way must be found to keep local interest in libraries strong and yet to provide a system with a large enough financial base to provide adequate library service for all. Statistics on library expenditures, library revenues, and tax levies on public libraries in Kansas are presented. (CC)

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Recent Developments In Financing Public Libraries in Kansas

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SPECIAL REPORT SERIES
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GOVERNMENTAL RESEARCH CENTER
THE UNIVERSITY OF KANSAS
LAWRENCE, KANSAS
1965

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INTRODUCTION

Adequate financing of public libraries supports one of the great bulwarks of education. The needs for better library services and the overall strengthening of the library program in the Kansas communities are related to the scope of available funds. The statistical information tabulated and analyzed in this study should prove useful to professional librarians and the library trustees.

The study was made difficult by the lack of uniformity in record-keeping and types of available financial data, which often characterizes the local governments and their activities. In any case, the material is designed as a guide rather than a checklist for adequate financing of public libraries.

The present study grows out of a longtime interest in public libraries and their services by the author. Professor Drury is a co-author of *Changes Made by the 1951 Legislature in Kansas Library Laws* (1952); *Library Finance Handbook* (1952; revised, 1962, 1964); *Library Leadership Workshop: A Report* (1952); *Library Trustee Workshops: A Report, Colby and Dodge City* (1958). A companion study to the present manuscript issued in 1965 is entitled *The Kansas Traveling Library Commission: An Administrative History.* Professor Drury is an experienced and thoughtful scholar. Neither the Governmental Research Center, nor the University of Kansas necessarily endorses his views and proposals.

ETHAN P. ALLEN
Director

Office of the Director
March 15, 1965

Preface

The purpose of this study is to give a nontechnical report on some of the recent developments in the financing of public libraries in Kansas. Over the years much statistical information has been collected by the Kansas Traveling Commission and its successor, the Extension Division of the State Library. In this study some of this financial information is tabulated and analyzed in forms which librarians and library trustees may find useful. While it is a study for librarians and the friends of libraries, it is not intended as a librarian's study of libraries. It does not present information on book holdings, circulation, library services or many other aspects of the library's operation.

Limitations of time and research assistance have made it necessary to bring this study to a close without exploiting fully much of the data which is available. Fortunately the Research Department of the Kansas Legislative Council is currently engaged also in a study of public libraries. There may be further interest in an even broader survey of the library needs of the state. Perhaps a broader survey of this kind could result in the development of a plan for best fulfilling the public library needs of the state.

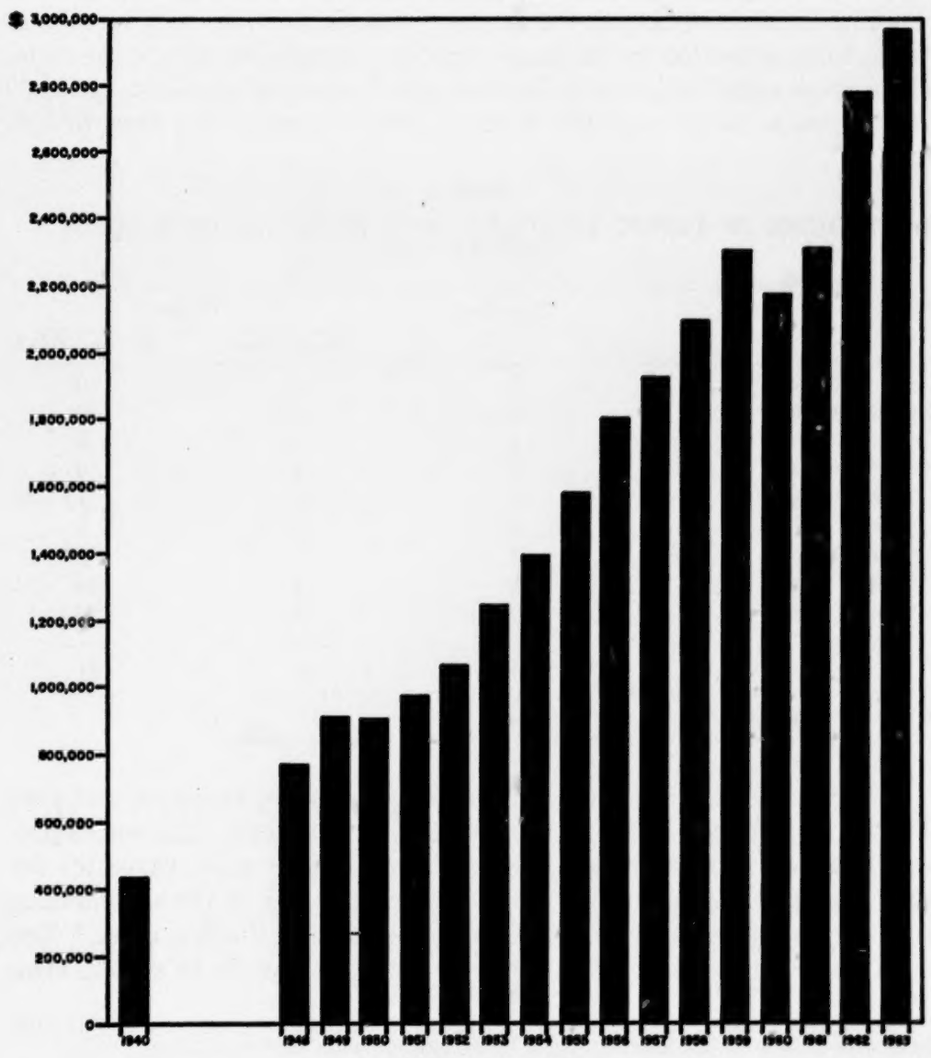
It is a pleasure to acknowledge my indebtedness to Miss Zelia French, librarian of Miami, Oklahoma and formerly Secretary of the Kansas Traveling Library Commission, for making available much of the data used in this study and for valuable counsel in interpreting some of the data. Research assistance was made available by a grant from The University of Kansas research funds. This made possible the employment of Miss Betty Sue Reynolds who did the initial work of collecting and tabulating much of the data presented in this study. Other research assistance was contributed by Mr. Walter Van Asselt and Mrs. Mary Sullivan. Despite the very considerable assistance from these persons, I alone am responsible for such errors as may have crept into this study.

J. W. Drury

Recent Developments in Financing Public Libraries in Kansas

Public libraries in the state are changing. More of the resources of the state are going into public libraries. In the last 23 years the amount expended by the public libraries in the state have increased four-fold. Even though some of this increase may be accounted for by inflation, the increase in library service has been substantial and is observable in

CHART 1
Total Expenditures of Public Libaries in Kansas: Selected Years



many communities of the state. State expenditures to help local libraries have expanded greatly in the last 15 years and federal funds have been available since 1958 to help in extending library services.

About 300 public libraries have been established in the state and are included in the total public library expenditures reported in the accompanying chart. Most of these libraries are quite small and have been organized by cities and are supported primarily by cities. The libraries of the state vary greatly in the size and quality of operation.

The Size of Libraries

The accompanying tables show the number of libraries in various classifications according to the amount of revenue they receive. These tables focus attention on the large number of small libraries in the state. There were eight libraries in the state which received more than $50,000 in 1963, while there were 125 libraries which received less than $1,000.

Table 1

NUMBER OF PUBLIC LIBRARIES WITH REVENUES OVER $10,000 KANSAS: 1963

Revenue Groupings	Counties	Cities	
		First Class	Second Class
Over $450,000	0	1	0
$400,000-450,000	0	2	0
150,000-300,000	1	0	0
100,000-150,000	0	1	0
50,000-100,000	0	2	1
40,000- 50,000	0	0	2
30,000- 40,000	0	1	0
20,000- 30,000	0	4	14
10,000- 20,000	3	2	14
	4*	13	31

Source: Reports to Extension Division, State Library.

* In addition, two counties have joined to support a regional library.

There is considerable correlation between library revenues and population, as reflected in the charts below, yet significant differences prevail between communities in their willingness to raise revenues for libraries. For example, there is one library in a city of the second class which spends more than libraries in seven cities of the first class.* Ten third class cities spend more for their libraries than do 18 second class

* In general cities of the first class are those with over 15,000 population; second class those with 2,000 to 15,000; and third class those with less than 2,000 population.

Table 2

NUMBER OF PUBLIC LIBRARIES WITH REVENUES UNDER $10,000, KANSAS: 1963

Revenue Groupings	Counties	Cities			
		First Class	Second Class	Third Class	Township & Other
$9,000-10,000	1	0	2	0	0
8,000- 9,000	0	0	4	1	0
7,000- 8,000	0	0	4	0	0
6,000- 7,000	1	0	4	1	0
5,000- 6,000	1	0	8	2	0
4,000- 5,000	0	0	6	6	0
3,000- 4,000	2	0	4	10	0
2,000- 3,000	1	0	6	22	0
1,000- 2,000	0	0	4	14	0
900- 1,000	0	0	1	2	0
800- 900	0	0	0	4	0
700- 800	0	0	0	8	1
600- 700	0	0	1	10	0
500- 600	0	0	0	8	0
400- 500	0	0	0	8	0
300- 400	0	0	0	6	0
200- 300	0	0	1	13	0
100- 200	0	0	1	7	0
Under $100	0	0	0	15	1
Levy Shown but No Revenue Reported	0	0	0	24	0
No Revenue Reported	0	0	0	14	0
No Report Available	0	0	1	0	0
	6	0	47	175	2

Source: Reports to Extension Division, State Library.

cities—and if the second class cities which do not maintain libraries were included, the number would be more than doubled.

Establishment of Public Libraries

The large number of public libraries is not a recent development. Local communities wanted public libraries and the Kansas Legislature enacted a number of laws which made possible the establishment of various types of libraries.

The first general law for the establishment of public libraries in Kansas was passed in 1886.[1] This law allowed all cities of the state to establish and maintain "free public libraries." As originally passed, a petition of 50 voters was necessary to bring the question of establishing

CHART 2
Revenues of Individual Public Libraries in Kansas by Type: 1963

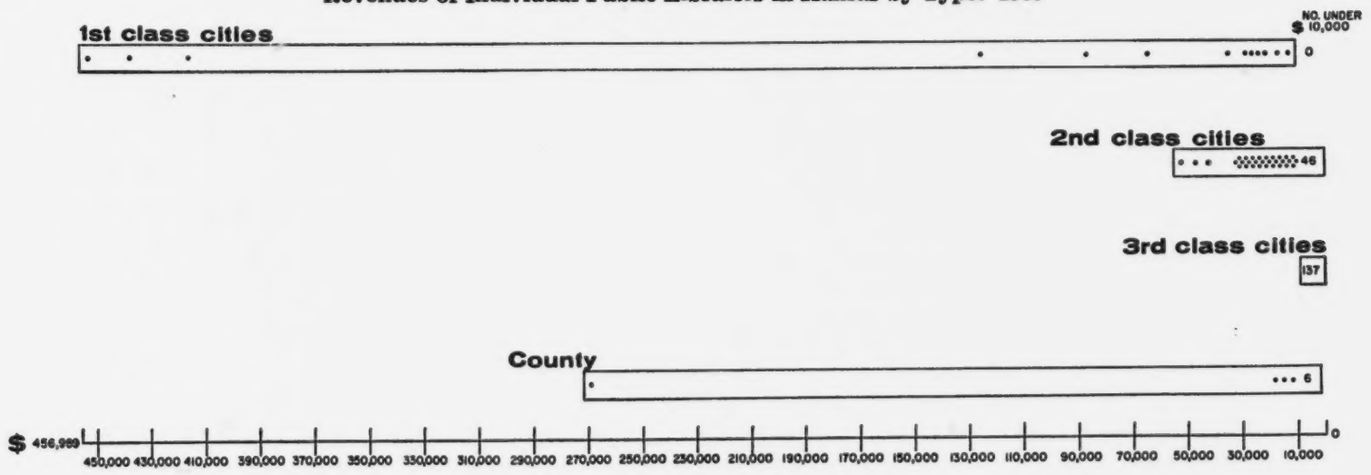
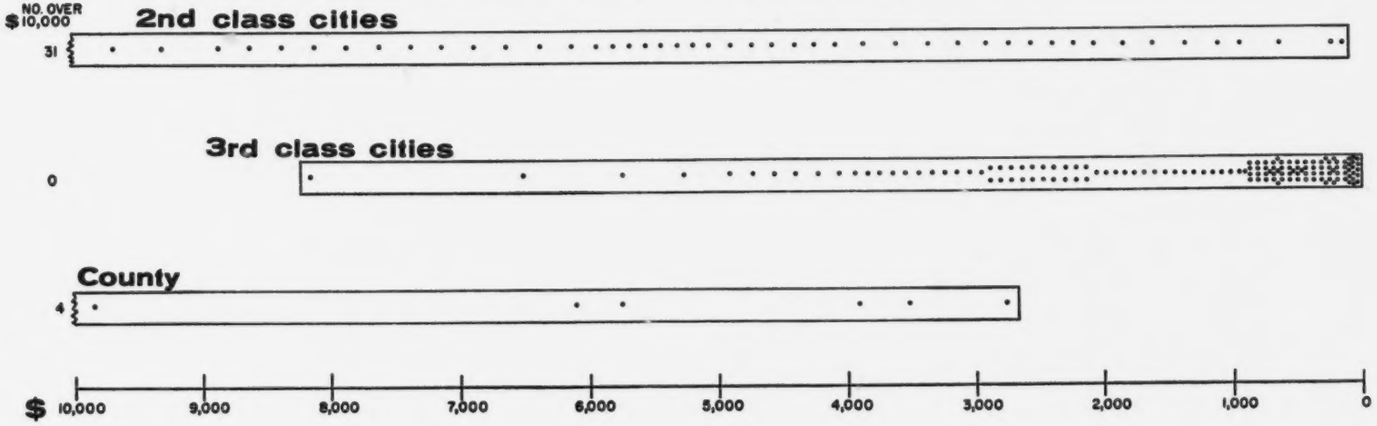


CHART 3
Kansas Public Libraries with Revenues under $10,000 by Type: 1963



a library to a referendum by the voters. (The number of petitioners was changed in 1913 to 25 percent of the voters.) Upon a favorable referendum, the mayor with the approval of the governing body appointed 13 directors.[2] After the referendum, the city governing body was authorized to make a property tax levy for maintaining the library. This early law included appropriate provisions for the conversion of other libraries to public status. With numerous changes in the levies authorized, this law remained the basic statute governing the operation of public libraries in the state until 1951.

Prior to the passage of the 1886 law the Legislature had authorized private corporations[3] to maintain libraries and had exempted the property of public libraries from taxation.[4] In 1871 cities of the second class were allowed to establish and maintain libraries.[5] The Legislature in 1881 authorized first class cities to maintain libraries which had heretofore been used and supported by the city.[6]

In 1889 townships were allowed to set up public libraries. This authorization was more restricted in that, before an election on the question could be held, $2,000 in money or in property had to be donated to the township.[7] This limitation was repealed 12 years later.[8] The township library law provided for the township board to be the governing body for the library until 1943 when the law was changed to allow the appointment of a separate five member library board.[9]

It was not until 1921 that counties were authorized to establish and maintain public libraries.[10] This law authorized a referendum after a petition of 10 percent of the taxpayers. If a library was established, the property in the cities and townships in the county which maintained libraries was to be excluded from the county levy except when the city or township governing bodies asked otherwise. Boards with three members with three year staggered terms were to be appointed and were given authority to set within statutory limits the tax levy for the county library. These libraries were authorized to enter into contracts with other libraries in the county or adjacent counties to provide library services for counties, cities, townships, or school districts.

In 1949 the Legislature authorized the appointment of the Temporary Library Survey Commission.* This lay commission appointed the public librarian of Evanston, Illinois, Mr. Andre Nielsen, to make a survey of the public libraries of the state. The commission issued a brief report and recommended the consolidation of library laws.** The pro-

* More information about this commission is to be found in the *Kansas Traveling Library Commission: An Administrative History*, Government Research Series No. 30, Governmental Research Center, University of Kansas, 1965, by the present author.

** A second major recommendation of the commission was for the creation of a new state agency to replace the Kansas Traveling Commission. This proposal was not accepted.

posal was essentially accepted by the Legislature in 1951 and became the basic law for the present establishment and operation of all types of public libraries in Kansas.

The 1951 law had a number of new features and applied to all libraries provisions which had previously pertained to only some of the libraries. Regional libraries involving two or more adjacent counties or townships were allowed to be established. Governing bodies were authorized to contract with any library for library services. This provision enabled governing bodies to contract with the state extension agency for demonstration library services as well as with other governing bodies to provide local library services. In effect this amounted to extending to all libraries the power which previously only county libraries had had to contract for library services.

The accompanying table shows the number of public libraries established in five year periods in Kansas since 1886. It reflects the informa-

Table 3
DATES OF ESTABLISHMENT OF PUBLIC LIBRARIES IN KANSAS

Years	Counties	Cities			Townships
		First Class	Second Class	Third Class	
1886-1870	0	1	0	0	0
1871-1875	0	1	2	2	1
1876-1880	0	1	2	1	0
1881-1885	0	0	3	1	0
1886-1890	0	0	2	1	0
1891-1895	0	3	0	4	0
1896-1900	0	1	7	5	0
1901-1905	0	3	6	8	0
1906-1910	0	1	11	8	1
1911-1915	0	2	20	11	1
1916-1920	0	0	7	8	1
1921-1925	2	0	6	9	4
1926-1930	0	0	5	15	2
1931-1935	4	0	3	22	2
1936-1940	3*	0	2	29	2
1941-1945	1	0	0	6	2
1946-1950	0	0	1	8	2
1951-1955	1	0	0	5	0
1956-1960	0	0	1	3	0
1961-date	2**	0	0	2	0
unknown	0	0	0	8	0
	13	13	78	156	19

Source: Reports to Extension Division, State Library.
* Include a county library for which the county makes no levy.
** Two counties joined in 1962 to establish a regional library.

tion more precisely than is probably accurate. Different reports from the same library sometimes give different dates for the establishment of the library. Part of this confusion arises over just what date is being reported, i.e. when the books were first assembled and opened to club members or others; when the library was more broadly opened to the public; when governmental support was received; or when property taxes were levied. In a few instances a library was established and the effort collapsed, only to be later revived.

In 1902 Miss Carrie Watson, then Librarian of The University of Kansas and an assistant sent questionnaires to all libraries in the state. They attempted to inventory the libraries in the state, but in the preface to the study publishing the results of the survey,[11] the authors complained that many libraries did not respond to their questionnaires.

Table 4

CARNEGIE GRANTS FOR PUBLIC LIBRARY BUILDINGS: KANSAS 1900-1916

Year	City	No. of Grants
1900	Leavenworth (1899)*	1
1901	Ft. Scott (1894), Kansas City (1895)	2
1902	Emporia (1884), Hutchinson (1901), Lawrence (1903), Newton (1885), Ottawa (1872), Salina (1894), Winfield (1912)	7
1903	Council Grove (1916), Manhattan (1904)	2
1904	Chanute (1901), Iola (1906)	2
1905	Abilene (1900), Downs (1905), Independence (1907), Dodge City (1907), Girard (1900), Russell (1901)	6
1906	Arkansas City (1908), Great Bend (1907), Hiawatha (1882)	3
1907	Concordia (1908), Parsons (1871)	2
1908	Anthony (1896), Goodland (1912), Washington (1909)	3
1909	Caldwell (1912), Garden City (1911), Lyndon (1911), Olathe (1912), Pittsburg (1902), Clay Center (1912), Halstead (1892), Lyons (1911), Oswego (1911), Stockton (1910)	10
1910	El Dorado (1891), Osawatomie (1899), Hays (1899), Yates Center (1911)	4
1911	Burlington (1876), Plainville (1911), Coffeyville (1912)	3
1912	Cherryvale (1913), Osborne (1913), Columbus (1913), Wichita (1915)	4
1913	Eureka (1914), Herington (1916), Kingman (1914), Lincoln (1913), Peabody (1874)	5
1914	None	
1915	McPherson (1902), Wellington (1916)	2
1916	Canton-Carnegie Township (1909), Sterling (1917)	2
	Total	58

Source: Florence Anderson, *Library Programs 1911-1961* (Report of Carnegie Corporation), New York, 1963, pp. 41-42.

* The date in parentheses is the one reported for the establishment of the library.

They reported responses from 42 libraries which loosely might be called "public." They mentioned 25 other libraries in the state, six YMCA reading rooms, and 335 school libraries.

With respect to the 42 "public" libraries which are closest to the group described in this study, only 21 reported having received financial support from the city. In several cases the support took the form of rent-free quarters in a city building rather than tax levies. Five libraries reported school district, township, or county support. The other 16 libraries gave no indication of public support. These were primarily club libraries which were open to the public with varying sorts of restrictions.

It was about the time of this early effort to inventory libraries that public libraries received much impetus from Andrew Carnegie and later the Carnegia Corporation. Generally as a term for receiving the money to build the building the community had to provide a suitable site and agree to appropriate annually from tax sources at least 10 percent of the amount of grant for maintaining the library. These grants substantially helped the public library movement in Kansas. In the first 17 years of this century 58 Kansas communities received Carnegie Grants. The grants were not always used to start libraries. In about a third of the grants previously established libraries were given grants to build buildings which frequently led to an expansion of their operation or change of their base of operation from the common club type operation to a tax-supported one.

The next big increase in the number of libraries occurred in the 1930's. This increase came in part through the encouragement of various projects under the federal Works Projects Administration. In recent years few libraries have been established. The general effort has been to expand the size of operation and to encourage contracts and close working relationships between libraries.

The Search For a Larger Base For Public Library Services

It is easy to understand the conditions which lead to the large number of public libraries. Increasingly, however, the question arises as to whether this is the most satisfactory way of providing library services to the people of the state and particularly to those in less densely populated sections of the state.

It is somewhat arbitrary to assume any given amount of revenue as the absolute minimum necessary to maintain minimum library service. Considering the costs of maintaining a reading room, purchasing a minimum number of books and periodicals, and paying even minimum

wages for the library staff, it must be questioned whether those libraries with less than $1,000 can provide what could be termed even limited library services. For many of the libraries in the $1,000 to $10,000 revenue bracket the same question could be raised. The number of people affects the needs of the library for revenue, yet realistically there must be a reasonable size population base for a library to be able to operate at a reasonable per capita cost and provide adequate library services. A subcommittee of the American Library Association on Standards for Small Libraries considered this question and concluded that "libraries in areas of 1,000 or even 500 population should meet qualitatively the standards set for libraries in the 2,500 population group."[12]

Perhaps the information about the number of public libraries in Kansas will take on more meaning when it is related to the number and size of incorporated places in the state. Today Kansas has somewhat more than 620 cities. Currently the number of cities of the first class is 15, second class is 91, and third class is 517. Approximately five-sixth of the cities in Kansas have a population of less than 2,000. But even this description needs to be refined. Over one-half of the cities have less than 500 persons. Cities of such small population find it impossible to maintain adequate library services. Even if the citizens are willing to make extraordinarily large per capita expenditures for libraries, the total collected from such a small base is too small to support even acceptable minimum library services. It must be concluded that most cities in Kansas are not large enough to maintain independent adequate library service, yet the local desire and interest in having a public library is strong in many instances. The people in many small towns want their own library.

Frequently the feeling exists that a city which functions as a trade center needs a library and should extend library services to persons who live outside the city boundaries. Most often in such cases city library services are made available without or with only nominal charges to the out-of-city borrowers. In questioning the appropriateness of the city as a unit for providing library services, it is not meant to challenge the need of persons in small towns for library services.

For many, however, the large number of city libraries under separate auspices and controls results in a division of an all too scarce resource and serves to weaken the library service that could be made available to the citizens of the state. There are many other ways to organize and provide library services.

The 1951 revision of library laws in Kansas sought to encourage intergovernmental cooperation in the library field. Nearby cities can co-

operate in maintaining library services by contracts. Contracts are flexible and can be varied to meet local needs and preferences. They allow local library boards to continue in existence and to exercise significant control over the operation of the library within the community and yet allow for the local library service to be part of a bigger library operation. Despite the logic of this type of operation, Kansas libraries have made limited use of contracts.

If most cities in Kansas are too small to have effective public library operations, it is logical to think of the next larger unit of government—the county—as a possible base for providing public library services. Even the smaller counties are much larger than most of our cities and thus may be considered as a more practicable unit for providing library services in the state.

The term "county library" is open to several interpretations. In the 1962/1963 statistics of the Extension Division of the State Library there are reported to be 20 county libraries. In at least three of these libraries, the county has a contract with a city library to provide library service. In one instance the official name of the library includes the phrase "county library," yet the county gives only nominal support.

On a somewhat different basis it can be reported that in 1963 county levies were made for the 1964 operation of libraries in 21 counties with two of these being Pottawatomie and Wabaunsee counties where there is a regional library. Two additional counties (Geary and Rawlins)

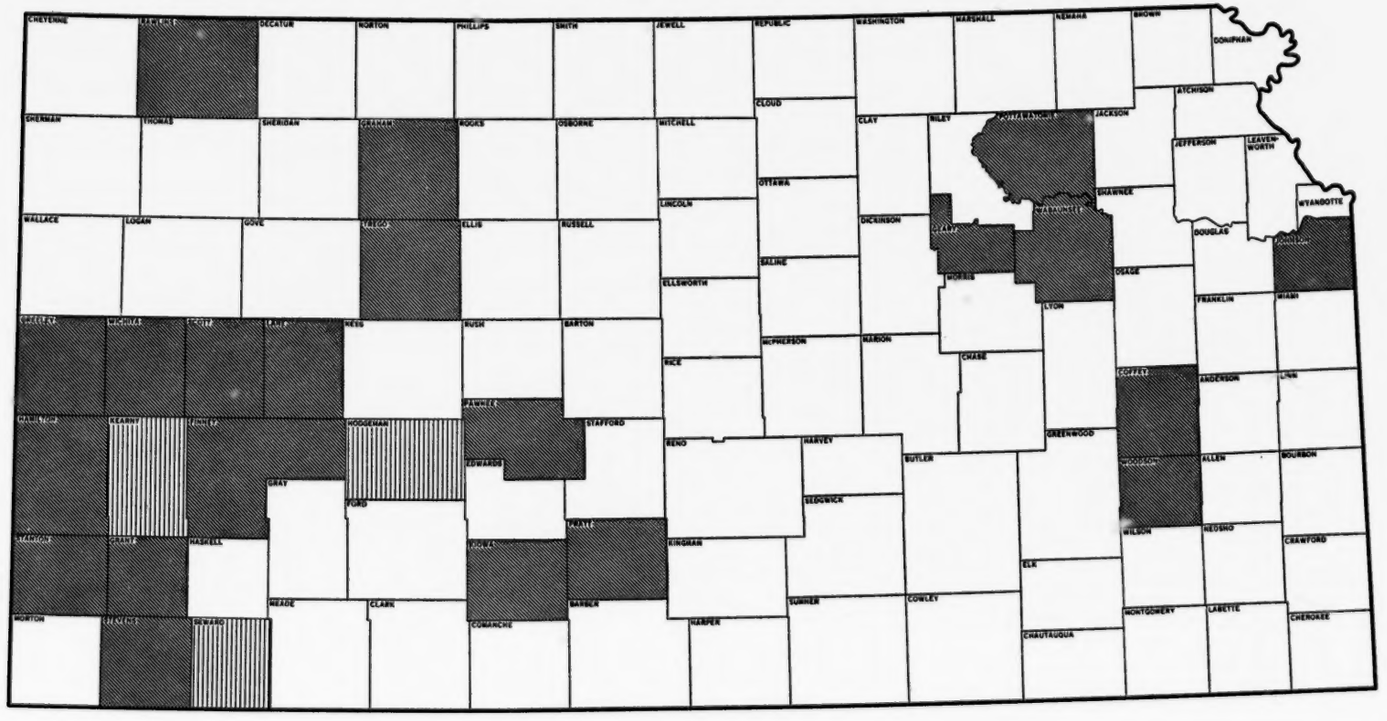
Table 5

NUMBER OF COUNTIES ASSISTING PUBLIC LIBRARIES IN KANSAS BY POPULATION GROUPS: 1963

Population Groups	Counties Supporting Libraries			No Support	Total
	Levy In 1964 For Library	Additional Counties With County Libraries*	Total		
Over 100,000	1	0	1	3	4
50,000 to 100,000	0	0	0	1	1
25,000 to 50,000	0	0	0	13	13
10,000 to 25,000	4	1	5	27	32
5,000 to 10,000	9	0	9	25	34
2,500 to 5,000	5	2	7	11	18
Under 2,500	2	0	2	1	3
Total	21	3	24	81	105

Source: "County Tax Rates for 1963," *Kansas Government Journal*, January 1964, pp. 18-49.
* The 1962/1963 statistical tabulations in the June 1964 *Kansas Library Bulletin* reports the 20 county libraries used for this column.

MAP 1
Counties Supporting Libraries: 1963



made levies but were not in the Extension Division's list of county libraries. On the other hand, there were three counties (Hodgeman, Kearney, and Seward) shown as having county libraries but not having county library levies. In two of the three instances appropriations were made to city libraries from other county funds.

Almost one-fourth of the counties in Kansas in 1963 gave some aid to libraries. The accompanying map shows the distribution of these counties. However, some would even question whether the county is of adequate size for library services in all parts of the state. One-fifth of the counties have less than 5,000 people and over a half of the counties in the state have less than 10,000 people. This has led to the encouragement of the idea of regional libraries.

The first regional library in Kansas was established in 1963 after a favorable referendum on the question in November, 1962.[13] The two counties involved are Pottawatomie with a population of 12,236 and Wabaunsee with 6,624 persons. The vote represented the culmination of a 16-month project in which the Kansas Traveling Library Commission had supported a demonstration project in the two counties. This project included the loan of a bookmobile and the strengthening of libraries existing in the two counties, at Onaga and St. Marys. Given the tax base of the two counties, the new six-member board will have a potential revenue source of over $60,000. The first regional library marks a significant experiment in Kansas to find a broader base for library services and hopefully may be used as an example for other counties in the state.

A state public library system is another alternative type organization for library services. In one sense Kansas has long had a type of limited state public library system under the auspices of the Kansas Traveling Library Commission.[14] The boxes of books which were sent from Topeka to the small public libraries augmented the meager holdings of many of the smaller public libraries and gave to them a resource and a support for their local operations. Increasingly in the last 15 years the state library extension agency has performed other supportive type operations for the local public libraries. Since 1957 when federal funds have been available and have been matched in Kansas, the extension activities of the state library agency have significantly expanded.

Under the Federal Library Service Act of 1956 public library services were to be encouraged in "rural areas without such services or with inadequate services." Rural was defined to exclude incorporated or unincorporated towns having a population of more than 10,000 persons. Thus most of Kansas was included within the terms of the Act.

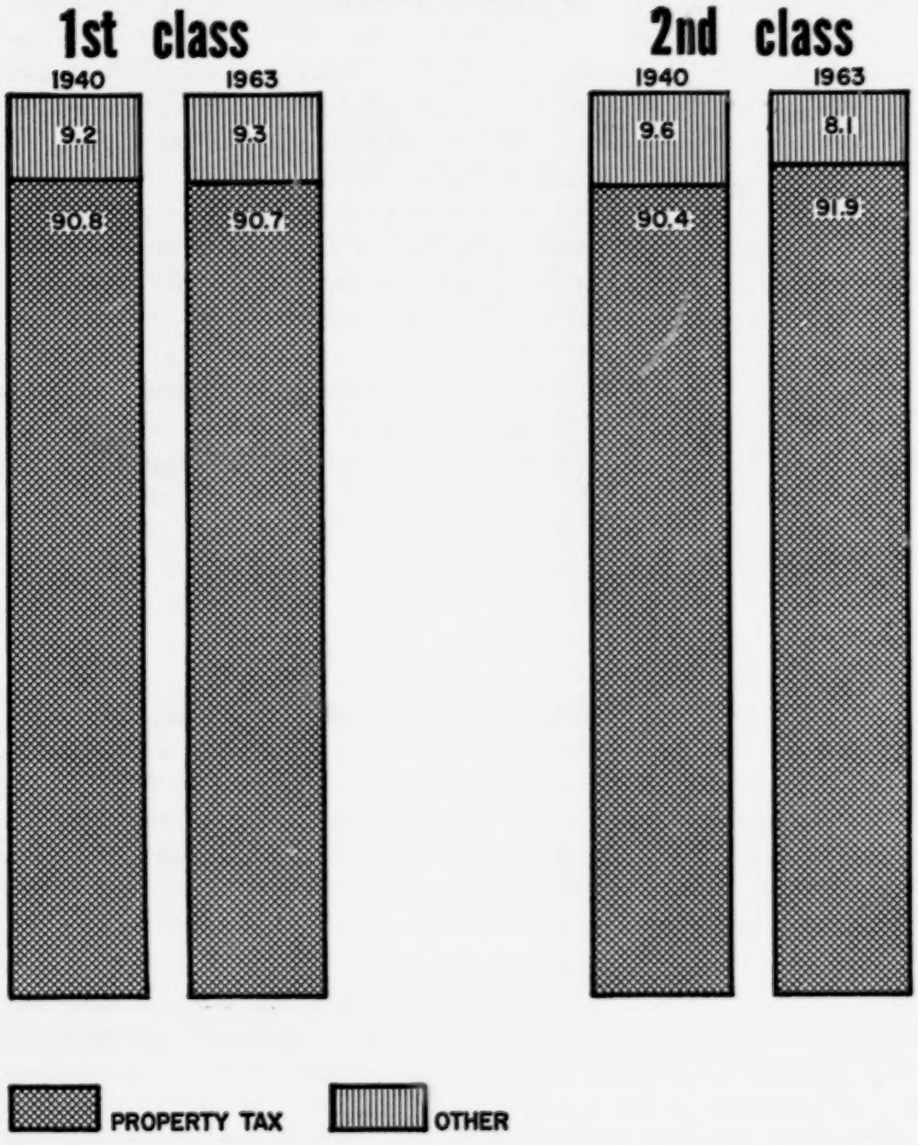
Federal funds have not been made available directly to local public libraries in Kansas. The Extension Division of the State Library has been designated the state agency for administering the grant program. A state plan for library services has been filed with the Office of Education of the U.S. Department of Health, Education, and Welfare and upon approval became the basis of the state receiving federal funds. Each state was given an allotment based on the proportion of its rural population to the total rural population. Within its allotment the federal funds must be matched by state or local funds. The exact sharing depends upon the state's per capita income in relation to the U.S. per capita income with the limitation that the federal share may not be less than 33 percent nor more than 67 percent. The remainder needed to implement the state program comes from the state or local governments.

In Kansas, federal funds have been matched with state not local funds.[15] The state extension library agency has used the funds for the expansion of staff and the purchases of books and equipment. The expanded staff has been used to stimulate and encourage better local library facilities. The federal funds have been spent by the state agency. In their report to the federal government, it was reported that "about 50 percent of the federal money" had been used each year for books, films, records, and other materials. Many of these have been made available to local libraries.

In 1964, the Federal Library Services Act was amended to make the federal funds available for other than rural library service and a separate act was passed to allow grants for library construction. As this study is completed the new state plan for library services and the standards for the support of library construction are being considered. This new act is expected to have a significant affect on library service in the state and especially on state library extension activities.

Thus local public library service in a number of places in Kansas has in effect became a joint federal, state, local activity. For example, this would be true of the local public libraries which have received books and materials purchased with federal and state funds and have received technical guidance and assistance from state library extension staff. With larger federal grants being available for library services and also for construction, there is every indication of further developments in this field. A state system of public libraries may take many forms. Substantial readjustments and realignment of public library services seem a distinct possibility for the next few decades.

CHART 4
Percent of Revenue by Major Source of Median Public Libraries in Kansas by Class of City: 1940, 1963



Library Revenues

Despite the possibility of federal and state assistance in the library field, the local revenue that local public libraries receive will continue to be important. Matching is now and seems likely to continue to be

required. The libraries which are supported by the communities will likely be the ones which will be improved and strengthened by the federal and state programs. Thus the local community which wants to support its local library operation may find in these programs ways to improve its library services in dimension out of proportion to its own contribution.

Public libraries depend heavily upon the property tax for revenue, and as shown in the accompanying chart and table, both first and second classes of cities have increased slightly in the last 20 years in the extent of the reliance on the property tax. Of significance is the considerable range in their use of the property tax for revenues. It is particularly true because of their heavy reliance on the property tax that it is important for the library to be sponsored by the unit of government with an appropriate tax base.

Table 6

PERCENTAGE OF LIBRARY REVENUES FROM THE PROPERTY TAX FIRST AND SECOND CLASS CITIES IN KANSAS, 1940, 1963

	1940	1963
First Class Cities		
Number of Cities Reporting	11	12
Range	58.7%-97.9%	30.1%-97.4%
Median	90.8%	91.5%
Mean	90.3%	90.7%
Second Class Cities		
Number of Cities Reporting	49	74
Range	64.0%-100.%	32.2%-100.%
Median	90.4%	91.9%

Source: Reports to the Extension Division, State Library.

The accompanying table shows the mill rates limits authorized for libraries over the years. The levy limits have been pushed upward as cities have raised their levies.

When describing mill levy limits a number of observations must be made. Mill limits must be considered in conjunction with assessed valuations. For example, in 1909 when the library mill rate limits were drastically reduced, property assessments had been significantly raised. There is at present a move to require property to be assessed at a higher ratio of its true sale value in many counties of the state. This will tend to raise the amounts available for libraries even if the mill rates are not changed.

Table 7

TAX LEVY LIMITS FOR MAINTAINING PUBLIC LIBRARIES 1886-1963

Year	Cities*			Counties	Townships
	First Class	Second Class	Third Class		
1886	1.50	1.50	1.50		
1889					3.00
1901	1.00	1.00	2.50		
1903	2.00	2.00			
1905		3.00	3.00		
1909	.50**	.40	.40		
1913	.40				
1915	.50	.50	.50		
1921				.50	
1925		1.00	1.00		
1927	1.00				
1933			.75	.50	1.00
1949			1.50		
1951	2.00	2.00	2.00	1.50	
1963		3.00			

Source: Kansas Statutes.

* This table seeks to incorporate the laws pertaining generally to all cities in a class and does not include special laws for individual cities.

** The mill rates given for first class cities after 1909 are those for first class cities with less than 40,000 population (1909 to 1933) and less than 50,000 population (1933 to 1964). Other statutes governed the bigger first class cities.

Over the years there have been enacted a number of special laws setting mill limits for various cities. Some include libraries. The table above does not attempt to show them. Of special interest, since it pertains to our biggest cities (cities of more than 35,000 but less than 125,000) in the state is a provision for library boards in a few cities to function as separate local units of government as far as tax levies are concerned.[16] These boards certify their levies directly to the county clerk in the same manner as the city does. In this sense, the library is a separate unit whose budget and levy is not reviewed by the city governing body.

In most cities of the state, however, the library board submits its budget to the city governing body which includes an amount in its city tax levy for the library. The law states that "the [city] governing body . . . is hereby authorized to and shall annually levy a tax for the maintenance of such library in such sum as the *library board* shall determine within the limitations fixed by law."[17] In addition to the levies for individual functions, the city has aggregate limits restricting its maximum levy. The total of the various levies authorized for the individual func-

tions is in excess of the legal maximum. Thus the city governing body cannot levy the maximum for all the various activities. The only way that a city governing body can enforce the aggregate levy imposed on it is to have authority to reduce some of the levies for some of the func-

Table 8
TAX LEVIES* FOR KANSAS LIBRARIES: 1951, 1963

1951

Mill Levied	Cities			Counties	Townships
	First Class	Second Class	Third Class		
0.00-0.24	0	0	11	8	6
0.25-0.49	0	6	34	5	4
0.50-0.74	1	12	26	0	1
0.75-0.99	5	21	25	0	0
1.00-1.24	4	9	11	0	1
1.25-1.49	0	6	5	0	0
1.50-1.74	0	8	7	0	0
1.75-1.99	0	6	6	0	0
Other Sources	1	2	0	0	0
No Tax	1	4	74	0	4
No Library		5	316	0	0
Totals	12	79	515	13	16

1963

Mill Levied	City Levies			County Levies		Township	Other
	First Class	Second Class	Third Class	County Library	Supp. City Levy		
0.00-0.24	0	0	5	3	8	3	0
0.25-0.49	0	1	9	5	1	5	0
0.50-0.74	1	2	19	1	0	0	0
0.75-0.99	0	6	23	0	0	1	0
1.00-1.24	1	7	17	1**	0	0	0
1.25-1.49	1	11	4	1	0	0	0
1.50-1.74	4	11	15	1**	0	0	0
1.75-1.99	2	24	21	0	0	0	0
2.00-2.24	2	12	8	0	0	0	0
2.25-2.49	1	1	0	0	0	0	0
2.50-2.74	0	1	0	0	0	0	0
2.75-2.99	0	0	1	0	0	0	0
Club & Other	1	2	34	0	0	10	2
Totals	13	78	156	12	9	19	2

Source: Revised from Drury, J. W. *Library Finance Handbook* (1964) (Topeka) p. 6.
* Taxes levied after sales tax residue deductions.
** Regional library.

tions. Thus the aggregate limit is regarded as one of the "limitations fixed by law" and thus for that part of the library levy within the aggregate. The city governing body may cut the requests of the library board. The recent constitutional home rule provision for Kansas allows cities to pass charter ordinances exempting them from the statutory mill rate limits, but there is some question as to whether the library levy limits are included.

In 1963 the Legislature passed a law requiring counties to assess real property at 30 percent of sale value. City governing bodies in counties which assessed at less than 30 percent will be able with the same levy to raise more money for the library. Thus for some libraries the tax base will be somewhat increased. The increase in mill rate levies made by the various categories of libraries in the state is shown in Table 8.

The increase in levies in the last 23 years is shown more clearly in the accompanying chart. For each category of library the median or "middle" library is shown for each of the years reported, i.e. in each year the libraries in each group have been ranked and the levy of the library midway between the top and the bottom is shown.

Library Expenditures

The library revenues described earlier are closely related to expenditures. However, it is probably most meaningful to report them as

Table 9
PER CAPITA EXPENDITURES OF KANSAS PUBLIC LIBRARIES
FIRST CLASS CITY LIBRARIES, 1940, 1950, 1960-63

Dollars Per Capita	1940	1950	1960	1961	1962	1963
			Number of Cities			
$3.00-3.24	0	0	0	0	0	1
2.75-2.99	0	0	0	1	2	1
2.50-2.74	0	0	1	0	2	2
2.25-2.49	0	0	1	2	0	1
2.00-2.24	0	0	1	1	1	1
1.75-1.99	0	0	1	2	2	0
1.50-1.74	0	0	4	2	2	3
1.25-1.49	0	0	1	2	2	3
1.00-1.24	0	4	4	3	1	1
0.75-0.99	1	2	0	0	1	0
0.50-0.74	6	4	0	0	0	0
0.25-0.49	5	2	0	0	0	0
0.00-0.24	1	0	0	0	0	0
Total	13	12	13	13	13	13

Source: Reports to the Extension Division, State Library.

Table 10

PER CAPITA EXPENDITURES OF KANSAS PUBLIC LIBRARIES SECOND CLASS CITY LIBRARIES, 1940, 1950, 1960-1963

Dollars Per Capita	1940	1950	1960	1961	1962	1963
			Number of Cities			
$3.50+	0	0	1	0	0	0
3.25-3.49	0	0	0	0	0	0
3.00-3.24	0	0	0	0	0	0
2.75-2.99	0	0	1	2	1	1
2.50-2.74	0	0	1	1	3	2
2.25-2.49	0	0	4	1	4	3
2.00-2.24	0	0	6	8	7	7
1.75-1.99	0	0	7	7	17	19
1.50-1.74	0	1	16	19	17	17
1.25-1.49	0	2	15	17	11	12
1.00-1.24	2	9	9	11	5	8
0.75-0.99	10	27	4	1	3	3
0.50-0.74	29	17	3	5	2	3
0.25-0.49	11	6	3	2	4	1
0.00-0.24	6	0	0	2	1	1
Not Available	20	15	8	2	3	1
Total	78	78	78	78	78	78

Source: Reports to the Extension Division, State Library.

Table 11

PER CAPITA EXPENDITURES OF KANSAS PUBLIC LIBRARIES COUNTY LIBRARIES, 1940, 1950, 1960-1963

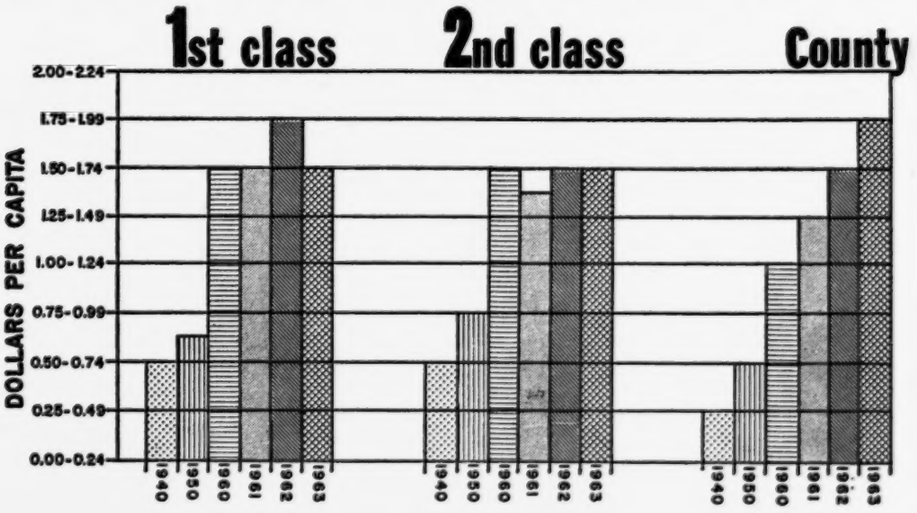
Dollars Per Capita	1940	1950	1960	1961	1962	1963
			Number of Counties			
$3.00-3.24	0	0	0	0	0	0
2.75-2.99	0	0	0	0	0	0
2.50-2.74	0	0	0	0	0	1
2.25-2.49	0	0	0	0	1	0
2.00-2.24	0	0	0	0	1	0
1.75-1.99	0	1	2	2	1	5
1.50-1.74	0	0	2	2	3	0
1.25-1.49	0	0	0	1	0	1
1.00-1.24	0	0	3	1	1	1
0.75-0.99	0	0	1	2	2	1
0.50-0.74	0	3	1	1	1	0
0.25-0.49	3	2	1	0	0	0
0.00-0.24	2	0	0	0	0	0
Total	5	6	10	9	10	9

Source: Reports to the Extension Division, State Library.

per capita expenditures. In the accompanying tables this has been done for selected years for first class city libraries, second class city libraries, and county libraries.

In presenting per capita expenditures the number of persons being served becomes important. Unfortunately in some instances there were questions of just what population was served. In the reports to the Kansas Traveling Library Commission there have sometimes been differences as to what part of the population within the county but outside of the city was served. In preparing the statistics for this study an effort has been made to standardize the reporting base. To report the whole county served on a budget coming only from the city makes for even a lower showing of per capita expenditures. During the period of the study some of the libraries may have changed their policy toward serving nonresidents. The accompanying chart summarizes the trends revealed in the preceding several tables by showing the per capita expenditure of the median or "middle" library in each group.

CHART 5
Per Capita Library Expenditures of Median City by Class, Kansas: Selected Years



Information on per capita library expenditures nationwide may be helpful in interpreting this data. Mr. Andre Nielsen collected and analyzed information for the Temporary Library Survey Commission concerning per capita expenditures in 1949. The average per capita income for libraries for first class cities in Kansas was $.95; for second class $1.06; and for third class $.79.[18] This was at a time when the American

Library Association recommended that a minimum of $1.50 per capita expenditures was necessary to provide even the most minimum of library service.

Since the time of the Nielsen survey the American Library Association has sought to express its standards in a different fashion. In 1956 the Association published the pamphlet *Public Library Service: A Guide to Evaluation With Minimum Standards.* As a supplement to this publication which described minimum library services, ALA has published *Costs of Public Library Service* in 1956, in 1959, and again in 1963. Expressing standards on a basis of per capita expenditures is of doubtful validity. However, in its latest cost of library service publication the ALA reported "that the over-all average for libraries at the third quartile in all categories throughout the United States was $3.82 in 1962, as compared to $3.50 in 1959."[19] Library budgets which ALA used for illustrative purposes ranged from $2.54 to $5.41 per capita.

Patterns of Library Expenditures

Over the years libraries have changed the way they spend their money. It is in this area that the next table provides information.

The table conceals much of the individual differences between libraries except for the lines devoted to "range of percentages." Though the use of both percentages and medians serve to minimize the changes which have actually taken place in the expenditure patterns of individual libraries, it is felt that this is the most useful way of presenting such information, particularly for use by librarians and library boards. Over the 23-year period it may be observed that libraries have not changed much in the purposes for which they spend money. First class city libraries spent in 1963 a little less for salaries and for maintenance and a little more for books and periodicals than they did in 1940. Libraries in cities of the second class spent more for salaries and less for maintenance and books and periodicals in 1963 than they had in 1940. These comparisons are made on the basis of the median library (i.e., the library half way between the top and the bottom in the percentage spent for purposes identified.)

It is possible to compare these Kansas expenditure patterns with national practices. Nationally, in 1943, the American Library Association recommended a general percentage distribution of 55 percent for professional and clerical salaries, 25 percent for materials and 20 percent for other expenditures.[20] Later recommendations suggest up to 75 percent for salaries, with books and materials close to 20 percent.

Table 12

ANALYSIS OF LIBRARY EXPENDITURES, KANSAS: 1940, 1963

	1940	1963
For Library Staff		
First Class Cities		
Number of Cities Reporting	13	13
Range	35.7%-78.6%	32.1%-66.2%
Median	57.4%	54.7%
Second Class Cities		
Number of Cities Reporting	58	77
Range	0-78.9%	18.7%-84.4%
Median	48.0%	54.9%
For Books and Periodicals		
First Class Cities		
Number of Cities Reporting	13	13
Range	0-30.2%	17.0%-32.3%
Median	17.5%	21.5%
Second Class Cities		
Number of Cities Reporting	58	77
Range	3.7%-93.8%	8.0%-55.9%
Median	23.9%	21.3%
For Maintenance		
First Class Cities		
Number of Cities Reporting	13	13
Range	8.2%-54.9%	14.5%-46.3%
Median	24.5%	21.9%
Second Class Cities		
Number of Cities Reporting	58	77
Range	0-83.4%	0-72.2%
Median	27.9%	21.8%

Source: Reports to the Extension Division, State Library.

The experience in Kansas libraries conforms only partly to these national recommendations. Libraries in second class cities conform more closely than those in first class cities because in the period examined the percent for salaries increased, and the percent for books and materials went down but not as much as the percent for maintenance. The libraries in the first class cities departed from the national trend in that the percent for salaries decreased during the period. The graph shows the changes over a 23-year period in Kansas.

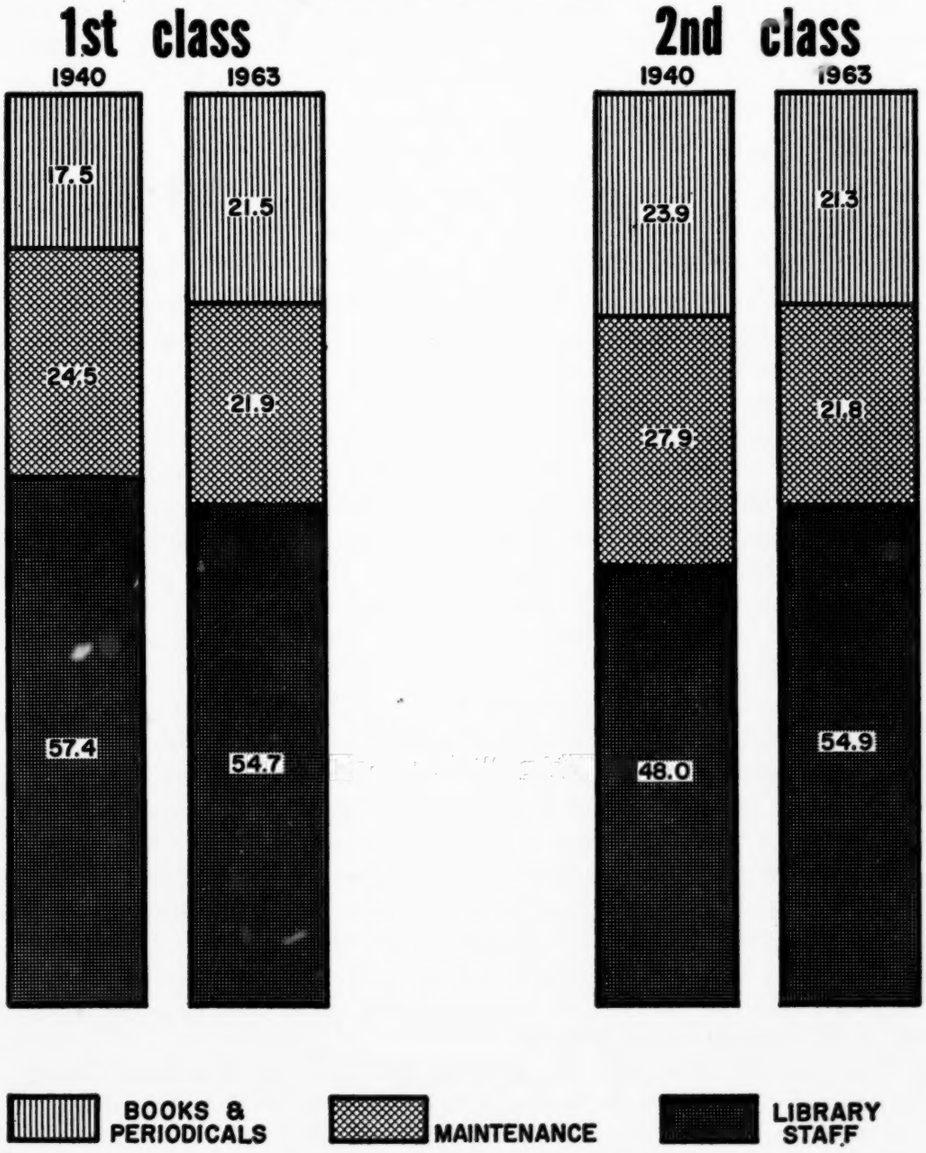
Another reason for tabulating this material is so that the individual librarian and trustee can compare the practice in their library to that followed more generally in Kansas cities. Such data will make it possible for those interested to tell the extent to which they conform to the practices in other cities in Kansas and throughout the nation.

With the many small public libraries in Kansas there is a frequent feeling that national standards are not too meaningful for the libraries

of the state. The number of independent libraries make it even more important that the local librarian, the local library trustees and interested citizens have some basis of judging the operation of their library. It is with this thought in mind that some of the financial data of this

CHART 6

Percent of Expenditures for Major Purposes of Median Public Libraries in Kansas by Class of City: 1940 and 1963



study has been presented. The professional librarian may well look askance at any suggestion that the performance of other libraries in the state serve as a standard. Yet the local librarian and board may find some of these statistics useful to see how their library compares to the others in the state.

Another way to compare would be to analyze the operation of the same library over a period of years. For example how do the expenditures of the library in "Kaw Center" Kansas compare with the total expenditures for libraries in the state (Chart 1, page 1). Similar comparisons can be made in mill rates levied and in revenue and expenditure patterns.

Conclusion

Kansas has many public libraries, but most of them are quite small city libraries. Though the city has historically been the unit of local government in Kansas to provide public library service, the type and level of service it is possible for most of our cities to perform leads to questions whether the city is the most appropriate local unit to sponsor the library. The search for a broader tax base has led to the formation of more county libraries and now one regional library involving two counties. The older book loaning program of the library extension agency of the state government has been augmented in recent years with various other library services which act to support the local library. Some of this increased assistance has been the result of federal programs which are to be further expanded. With greater assistance for library services from outside the local community, there may be added interest and experimentation with a more formalized state public library system.

The large number of small libraries reflects how accepted and how important library services are regarded by the people of the state. The people in many of these communities want and even demand the continuation of their own library services. They want to keep control of their library. Citizens seem to fear that they will lose their library service if their small local library is merged with others. The concept of a small local library being augmented by joining with others to form a larger unit of many parts has gained limited acceptance. The acceptance by the people of the library and its importance is one of the strong assets which librarians and those supporting better library services can use in developing better libraries.

Increasingly, however, the professional librarian and those closely acquainted with libraries in the state stress the need of consolidating and merging small libraries as a way of improving local library services.

What seems most needed is some way to keep and stimulate local interest in libraries and yet to provide a system with a large enough financial base to enable reasonably adequate library services for all. Can a pattern of operation be found to satisfy this local desire and feeling of possessiveness about a library and yet allow the operation to be on a large enough base to offer adequate library service? These are professional questions for librarians and students and practitioners of government.

FOOTNOTES

1. *Laws of Kansas, 1886,* Ch. 72.
2. In 1913 the number was reduced to nine directors.
3. *Laws of Kansas, 1862,* Ch. 198.
4. *Laws of Kansas, 1868,* Ch. 23.
5. *Laws of Kansas, 1871,* Ch. 62.
6. *Laws of Kansas, 1881,* Ch. 37.
7. *Laws of Kansas, 1889,* Ch. 169.
8. *Laws of Kansas, 1901,* Ch. 398.
9. *Laws of Kansas, 1943,* Ch. 321.
10. *Laws of Kansas, 1921,* Ch. 152.
11. Watson & Clarke, *Handbook of Kansas Libraries, 1902,* Lawrence, Kansas, 1903.
12. *Interim Standards for Small Public Libraries,* Public Library Associations, Chicago, 1962, p. 2.
13. French, Zelia, "Kansas' First Regional Library Supported by Voters Two to One," *Kansas Library Bulletin* Vol. 31, No. 4 (Dec. 1962) p. 1-4.
14. For more information about this operation, see *Kansas Traveling Library Commission: An Administrative History,* Governmental Research Series No. 30, Governmental Research Center, The University of Kansas 1965 by the present author.
15. In 1965, local funds began to be used to match federal funds.
16. *Laws of Kansas, 1943,* Ch. 110.
17. *12 G.S. 1949,* 1220. Italics added.
18. Temporary Library Service Commission of Kansas, *Report of,* p. 8.
19. *Costs of Public Library Service 1963.* (A Supplement to *Public Library Service: A Guide to Evaluation,* with minimum standards.), p. 2.
20. Coordinating Committee on Revision of Public Library Standards, American Library Association *Costs of Public Library Services in 1956, A Supplement to Public Library Service: A Guide to Evaluation 1956.*